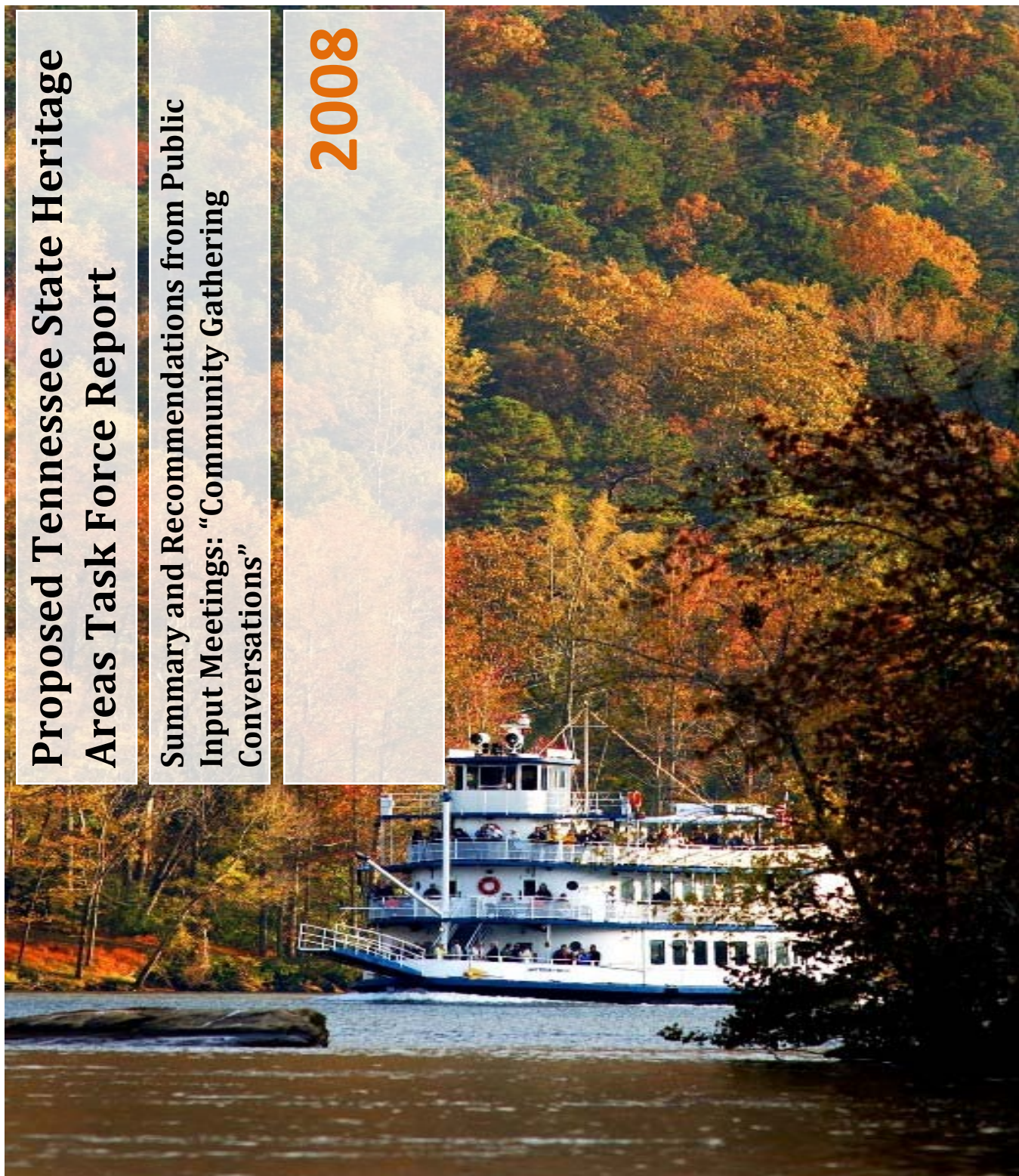


# **Proposed Tennessee State Heritage Areas Task Force Report**

**Summary and Recommendations from Public  
Input Meetings: “Community Gathering  
Conversations”**

**2008**



**State of Tennessee  
Compiled by: Department of Environment  
and Conservation  
Recreation Services Division  
Nashville, Tennessee  
615-532-0748**



## Executive Overview

The State Heritage Areas Task Force is comprised of extremely talented and committed individuals ranging from State agency employees, University staff and non-governmental organization representatives. (See Appendix A for list of Task Force Representatives and affiliated agencies).

Sincere appreciation must be provided to those who assisted with the Public Input Meetings, commonly referred to as “Community Gathering Conversations,” which were led by Mark Tummons, Tennessee Department of Environment and Conservation (TCEC), and Dr. Carroll Van West, of the Tennessee Civil War National Heritage Area (TCWNHA). Contributing to various meetings were other task force members, namely Lee Curtis, Department of Tourist Development; Greer Broemel, Greater Nashville Regional Council; Katherine Medlock, Alliance for the Cumberlands; and Linda Caldwell, Tennessee Overhill Heritage Association.

The Proposed State Heritage Area Program is based on the Congressionally-designated National Heritage Areas (NHA) program administered by the National Park Service. At present there are 40 designated NHAs, including the Tennessee Civil War National Heritage Area, which is administered by the MTSU Center for Historic Preservation. The only entire statewide NHA, TCWNHA focuses on heritage assets dating to years from 1860 to 1875

First and foremost, State Heritage Areas respect private property and private property owners. The intent of this program is not to acquire by any measure private property or to acquire property to add to existing parks, natural areas, historical or archeological sites, either state or local. It will not impose any land use regulations and only desires to work with current land owners, local officials and organizations to assist with the following:

- To link shared traditions, pasts and stories that are reflected in the regions cultural and natural resources.
- To gain a greater sense of place, sense of the past, and a sense of identity, authenticity to enhance the quality and quantity of life through recreation, new business opportunities and greater economic activity.
- To develop community-based partnerships to enhance, conserve, interpret, and promote the resources and peoples that define their region as a special place for the benefit of the present and the future.
- To ensure that the past remains a part of the living fabric of the community and region and instill a preservation ethic in that area.
- To leverage public and private dollars to maximize potential activities in the region.
- To emphasize resources as heritage assets with multiple values and venues in order to promote regional heritage tourism.
- To represent a fundamental change in the way Tennesseans weigh the value and potential of their pasts and how they can work together to conserve and enhance the rich stories, places and landscapes that define their sense of identity and pride in their community.

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# **Tennessee State Heritage Areas Program Proposal**

## **Report and Recommendations of Public Input Meetings**

### **August 2008**

#### **Introduction**

Based on a number of factors such as progression of information, preliminary discussions among state agencies and non-profit organizations, and a deep-seeded desire to move forward by the State Heritage Areas Task Force, it was determined at the May 14<sup>th</sup>, 2008 meeting that the Task Force was at the point of soliciting statewide input on the Proposed Tennessee State Heritage Areas Program (TSHAP).

Public involvement and input mean different things to different people. The need for public involvement - information dissemination, consultation, and stakeholder participation are critical to any proposed project. The eight meetings held July 7 – 11, 2008 were designed for “introductory” public involvement and certainly not exhaustive of all the measures that could have been undertaken. The over arching purpose was to inform and educate the public about the Proposed Heritage Areas Program and/or to gather information from the public, and/or to include public input in making decisions about pursuing this concept further. In this instance, the public is defined as individuals and organizations (both public and private) outside of state government. Our desire was to garner, ideas, suggestions, and recommendations both pro and con related to TSHAP. (See Appendix B for Public Input Meeting Brochure). It is the intention of the Task Force to continue open dialogue with a variety of sources to continue to receive feedback to enhance the proposal.

The Task Force embraces effective public involvement and realizes the criticalness to the success of TSHAP. When done appropriately, public involvement improves the performance and impact of TSHAP by:

- Enhancing recipient ownership of, and accountability for, project outcomes
- Building partnerships among project executing agencies and stakeholders
- Making use of skills, experiences, and knowledge, in particular, of non-governmental organizations (NGOs), community and local groups, and the private sector in the design, implementation, and evaluation of TSHAP activities.
- Maintaining a strong reciprocal partnership with TCWNHA of the National Park Service.

The Task Force believes that public involvement consists of three related, and often overlapping, processes: information dissemination, consultation, and "stakeholder"



participation. Stakeholders are the individuals, groups, or institutions that have an interest or stake in the outcome of TSHAP. The term also applies to those potentially affected by a project. Stakeholders include recipient governments, implementing agencies, project executing agencies, groups contracted to conduct project activities at various stages of the project, and other groups in the society which may have an interest in the project.

Stakeholder participation is where stakeholders collaboratively engage, as appropriate, in the identification of project concepts and objectives, selection of sites, design and implementation of activities, and monitoring and evaluation of projects.

Excellent data/comments were received during the eight public meetings (See Appendix C for an overview of public comments). Overwhelmingly, the input meeting participants were highly favorable to initiating a State Heritage Areas Program and below are a summary of that data.

## **PRINCIPLES**

The Tennessee State Heritage Area is to be connected to the principles and concepts of the National Heritage Area Program of the National Park Service, which is based on innovative differences from other types of federal land designations for the purpose of resource conservation.

Rather than being top-down, mandatory, and involving land set asides or use restrictions, this type of designation is based on grass roots organization, voluntary preservation, and does not involve property or land use regulation. The proposed concept of a Tennessee State Heritage Areas Program is based on the following common principles true to that of National Heritage Areas: security of property rights, heritage education, voluntary preservation, local administration and economic development through the use of recreation and tourism.

### **Security of Property Rights**

The proposed State Heritage Areas Program concept recognizes the importance of private lands, and that property owners are the primary planners of land use. State Heritage Area designation does not affect private property rights, property taxes, zoning, or the right to renovate or remove existing buildings on private property. Similar to other State and National Heritage Areas programs, specific language would be included in the draft legislation for the proposed Tennessee State Heritage Area stating that the Area will have no regulatory authority (i.e. eminent domain, condemnation). Statements regarding the Area's lack of effect on private property rights and public land-use regulations will also be included in future management plans. Important points on this issue include the following:

- State Heritage Areas are not State Parks, State Natural Areas, nor State Historic or Archeological sites and are not considered units of any State Department or agency. These components might be included in a Heritage Area but are NOT the area themselves.
- Property owners within a State Heritage Area will not be required to permit public or government access to their lands.

- The designation of a State Heritage Areas has no effect to either strengthen or weaken any type of regulation either prohibiting or allowing the demolishing of old buildings on private properties, selling or subdividing properties, or from developing properties.
- State Heritage Areas do not increase liability for a property owner in the event someone is injured on their property.
- State Heritage Areas do not add additional regulations to the public lands permitting process for grazing, logging, hunting, or other purposes.
- State Heritage Areas do not restrict or limit citizens or tribe/people from protecting cultural or religious sites on their lands.

### **Heritage Education**

A deeper understanding and appreciation of the region's cultural and natural legacy can be achieved, in part, through heritage education. In addition to nurturing a sense of continuity and connection with historical and cultural experiences, heritage education instills a stronger "sense of place," and encourages residents to consider their past in planning for the future. In the proposed TSHAP, heritage education fosters a stewardship ethic that leads to community-based, voluntary resource preservation.

### **Voluntary Preservation**

A fundamental principle of the proposed TSHAP concept is that conservation efforts are most successful when the people who live in and around heritage resources and who carry on cultural traditions are the primary people identifying the priorities of their particular community and initiating preservation actions voluntarily. Participation by private property owners or practitioners of traditional lifestyles is always voluntary. The primary function of TSHAP is to provide assistance to communities, groups, landowners, and other stakeholders to help them achieve their goals of resource and lifestyle preservation, promotion, and interpretation. Priorities are identified through an active public process.

### **Local Administration**

The proposed Tennessee State Heritage Areas Program will require that the Heritage Area be administered by a coordinating entity in respect to National Park Service guidelines, with broad representation from the region. The primary goal of the organization that will administer the proposed Area will be to achieve a balanced diversity in terms of geography, cultural and historical background, along with professional and layperson background and interest for its board members, staff members, and any advisory groups or committees. Ideally, the board of the coordinating entity will have representatives from each of the cities and counties represented. Other subsectors of the general population to include would be representatives of state, local, and tribal governments, the farming and agricultural community, the arts community, historic preservation and environmental conservation interests, education, recreation and tourism businesses such as lodging, restaurants, and attractions.

### **Economic Development through the Use of Recreation and Tourism**

Critical to TSHAP is the bolstering and strengthening of local economies with a State Heritage Area designation. Both recreation and tourism opportunities in a variety of ways will assist in

this endeavor. More specifics on how this can happen are identified in the following goals, primarily Goal #1.

## **GOALS**

Building upon these principles, the following goals were formulated with the intent of the establishment of a Tennessee State Heritage Areas Program which will support the care and promotion of heritage and nature resources in accordance with community wishes without affecting property rights. A local coordinating entity with broad representation of the region's stakeholders will select and assist voluntary efforts to preserve, restore, and interpret the heritage and nature resources that make this region unique. Opportunities for partnerships and funding for these activities will also increase.

### **Goal 1: Development and Increase of Heritage Tourism, and a Resulting Boost in Economic Revenues and Value of Local Lifestyles**

A State Heritage Area designation for unique regions of Tennessee will increase local, national, and international recognition of its unique historic treasures, cultural traditions, scenic landscapes, diverse wildlife, and other heritage and nature resources. This increased awareness will result in the desire for more people to travel to the region to explore and learn for themselves. The increased awareness will also raise the perceived value of those resources among local residents, which will, in turn, create a greater sense of pride among residents for their community. The flight of the younger generation from rural places to urban centers is a well-documented pattern in modern society. The move is often for the economic opportunities larger cities and/or urban areas offer. With a boost in revenue from tourism, more jobs will be available in local communities. Because heritage tourism is based on resource preservation rather than resource extraction, this type of economic development is sustainable, long term, and will also benefit future generations of residents. Heritage tourism also focuses on the authentic realities of a particular place, and therefore the host community does not need to change itself and its character to accommodate tourist expectations.

### **GOAL 2: Additional Source of Funding for Locally Important Projects Pertaining to Cultural Education and Resource Conservation**

Rural communities, with their smaller populations, cannot compete for grants as well as larger communities can. They have fewer people with expert skills in a specific discipline to consult with on grant applications and they have fewer local residents with substantial wealth to make philanthropic gifts to the community. Yet, their cultural education and resource conservation needs are the same as those who live in larger cities. The opportunity to distribute financial resources through state operated grants to rural/semi-rural regions will be guaranteed. Designation as a State Heritage Area will make the region eligible for 50-percent match funding for a variety of grant opportunities, including feasibility studies, administrative assistance, partnership planning, special project studies and implementation projects. Similar state seed money (Local Parks and Recreation Fund) has proven to be an important catalyst for raising additional funds for local park projects.



### **GOAL 3: Increased Ability to Effectively Network with Multiple Organizations on a Regional Scale and Pool Resources to Complete Tourism, Educational, and Conservation Projects**

Tennessee as a whole is relatively large, mostly lengthy from East to West and traditionally divided by three Grand Divisions. Yet, interestingly, it is connected by geography, history, and culture. The efforts of one community/county are returned many times over when neighboring communities also participate. An appropriate example, is a statement made by Cumberland County Mayor Brock Hill, as 21 counties were working to establish the Alliance for the Cumberlands, "The positive things that happen in Franklin County (regarding tourism, grants, heritage, cultural, etc.) is also good for Cumberland County and vice versa". Likewise with tourism, one small community might be able to attract a tourist for a couple of days. But if neighboring communities work together, the tourist might stay in the region several days or more and have the desire to return. The money the tourist spends stays within the region and benefits more local businesses and the local economy. Most chambers of commerce and tourism promotion organizations in Tennessee already cross-promote to a certain degree, but their scopes in many instances do not include the entire potential. A State Heritage Area will have the unique focus on the entire region as a whole and be well-positioned to link communities with similar goals or corresponding resources and needs together to complete projects more effectively, such as the recent *Creating a Regional Sense of Identity* report prepared for Hickman, Lewis, Perry, and Wayne Counties with support from the TCWNHA. State Heritage Areas also work with all sectors of a community—government, private businesses of all types, civic organizations, state and federal agencies, and educational institutions — and are therefore able to facilitate partnerships among groups that may not usually work together.

### **GOAL 4: Increased Support for Local, Rural Economies**

The last decades of the 20th century were a time of great change for rural communities. The traditional economies of agriculture, logging, and mining upon which most rural economies were built declined severely and, in some cases, collapsed completely. Cities and towns have been looking for alternatives ever since. Tourism is certainly one option for rural communities and a State Heritage Area's role in that industry has already been explained in Goals 1 and 3. A number of other State's (Pennsylvania, Maryland, Louisiana, Utah, New York) existing Heritage Areas have focused on downtown and local economy revitalization whether it pertains to tourism or not. Examples include the Delaware and Lehigh National Heritage Corridor's Market Towns Initiative, Wheeling National Heritage Area's Adaptive Reuse Study, and this is a goal of the proposed Tennessee State Heritage Area Program. Often the restoration of natural and cultural resources results in jobs during the restoration and continued jobs once the resource has been rehabilitated. When historic buildings are renovated, new businesses often move in creating jobs and increasing the overall economic stability of the community.

In addition to increase support, many state agencies and/or affiliate organizations provide expert technical assistance. Below are some of those, but not an exhaustive list:

- Tennessee Main Street Program and Three Star Program, Department of Economic and Community Development

- Professional Services Program – Tennessee Civil Wars National Heritage Area
- Center for Historic Preservation – Middle Tennessee State University
- Tennessee Community Arts Development Program and Folklife Program – Tennessee Arts Commission
- National Register of Historic Places Program and Federal Preservation Program – Tennessee Historical Commission
- Parks and Recreation Technical Assistance, Recreation Services Division; State Parks – Department of Environment and Conservation
- Tennessee Vacation Guide and Marketing Plans – Department of Tourist Development
- Scenic Byways, Safe Routes to Schools and Transportation Enhancement Grant Programs – Department of Transportation
- Tennessee Century Farms Program and Forest Stewardship Program – Department of Agriculture
- Outdoor Education Programs – Wildlife Resources Agency

### **GOAL 5: Expanded Opportunities and Resources for Volunteer Stewardship of Natural Resources and Elements of the Region's Heritage**

Public lands in Tennessee contain many incredible natural resources and sites of cultural importance. In addition, there are significant archaeological sites, historic structures, places of cultural importance and unique wildlife habitats, to say nothing of large open spaces that cross into private lands as well. Often families desire to preserve and protect the landscape they have grown to love for the benefit of the community and for future generations. In some cases private property owners are willing to allow public access to particular resources such as trails along river banks or archaeological sites. Yet, they may not know how to do so or where to turn for advice and, equally important, funding. A State Heritage Areas Program can address such needs by offering technical assistance for the preservation of particular resources and providing funding for related costs.

### **GOAL 6: Balanced Preservation and Promotion**

While a State Heritage Areas Program can help develop tourism facilities in locations that want them, it can also aid in efforts to restore and protect sensitive places. Communities that do not want significantly higher numbers of visitors may choose not to be promoted as others even though the State Heritage Area may still work with such communities on educational or resource conservation projects. Some of the economic benefits of a State Heritage Area designation can be invested in minimizing tourism impacts on the very resources that attract visitors, and they can also be used to protect places with sensitive cultural meaning or fragile resources that need limited or restricted visitation.

## **POTENTIAL PROJECT GUIDELINES BASED UPON PUBLIC INPUT**

### ***Phasing***

A phased approach to Heritage Area designation is less complex and less threatening to the organizers and future implementers of the project. The initial concept of becoming a

designated State Heritage Area would have to emerge from community/regional meetings – a grass roots effort.

### ***Phase 1 and 2: Designation***

Therefore, the first stage is applying for and receiving “Recognized State Heritage Area” (RSHA) designation. Applications can be completed by the coordinating entity or in conjunction with other partners as listed under Goal 4, especially by the Tennessee Civil War National Heritage Area, who are in a unique position to assist with seed money to help with this effort. In addition, State staff, small in number (2-3 persons), will be needed to provide program oversight, direction, workshops, grant administration and technical assistance, and act primarily as a resource clearing house for Heritage Areas. Designation as a RSHA will allow application to be made for matching grant funding to complete an overall Feasibility Study. It is helpful to consider the completion of the Feasibility Study as the closing of the initial phase of the proposed Area’s development. A completed and accepted Feasibility Study will lead to Phase 2 – being designated as a “Certified State Heritage Area” (CSHA). This designation allows the CSHA to thereby apply for a variety of other grant opportunities to meet their needs. It is also important to clearly define the next two phases of the process. Phase 3 and Phase 4 are interchangeable dependent upon the CSHA’s most critical need at that moment, but one will follow the other. The subsequent phases after CSHA designation is focused on completing a partnership plan and/or employing administrative assistance. Those two stages are briefly outlined, because they are the basis for structuring a financial plan for the State Heritage Areas Program.

### ***Phase 3: Completion of a Partnership Plan***

A partnership plan is a key requirement that must be completed by the local coordinating entity after CSHA designation. The partnership plan is a detailed presentation of the goals of the Area. There must be comprehensive lists of resources that will be protected, enhanced, or interpreted, and their relationships to the themes of national significance must be clearly stated. The specific strategies to be employed to achieve educational, economic, and preservation goals must be identified. Of critical importance is the business plan of the local coordinating entity and the documentation that the plan was developed through broad community outreach and participation. The completed Feasibility Study has initiated the process that will come together in the partnership plan. It is estimated that the partnership plan could be completed in as little as 6 months with a maximum time frame of 18 months. The availability of a matching grant from the Heritage Areas Program would assist in the preparation of the partnership plan.

### ***Phase 4: Employing Appropriate Personnel through Administrative Assistance***

This phase allows the heritage area to apply for matching grants to employ one or more of the following personnel. The personnel are briefly described below.

**Executive Director:** The Executive Director must have a diverse skill set in order to effectively manage relationships with the Board of Directors, the TSHAP staff, and with collaborating partners. The Executive Director should be responsible for carrying out the

policies and program direction provided by the Board and must advise the Board on issues and opportunities that influence the organization's ability to meet its mission and goals. In particular, the Executive Director must work closely with the Board to develop sources of income that will contribute to the long term sustainability of the CSHA. Previous experience and demonstrated success as an Executive Director is highly desirable. Initially this position could be part-time or a part of another government or organizations staff, that would eventually lead to more full-time requirements.

**Program Coordinator:** This position will work closely with the Executive Director in order to implement specific programs related to education, interpretation, preservation, or heritage tourism development. Preparing and administering grants and taking the lead on public communications through both a newsletter and the CSHA web site are expected responsibilities. Continuing to demonstrate the community benefits of the State Heritage Area designation and to develop relationships with potential donors are also elements of this job.

Key tasks for Phase 1 relate to continued building of support for the State Heritage Area effort and the initiation of program activities of broad benefit across the entire CSHA.

**Administrative Assistant:** A half-time or three-quarter-time administrative assistant will be an important addition. This will allow the Executive Director and Program Coordinator to be more focused on their core responsibilities as this individual will provide office administration, technical support, and clerical services. This core staff, if filled with highly qualified individuals, should be able to carry out the basic work of the CSHA.

In combination with a skilled and engaged Board of Directors, the CSHA will be able to efficiently and effectively serve as the local coordinating entity.

### ***Phase 5: Availability of Additional Program Grants***

Other matching grants are critical to the overall success of a CSHA. Special Study Projects grants and Implementation Projects grants are the main two. Special Study Projects are those that are more concentrated necessary to implement one or more recommendations of the approved management action plan. Examples would be master plans, economic assessments, marketing plans, archeological surveys, preservation and interpretive plans, etc.

Implementation Projects are non-planning projects that implement recommendations of the management action plan and/or special purpose studies. Eligible activities would include the development, restoration, rehabilitation, preservation and acquisition of unique lands, sites, and/or buildings, interpretive/educational exhibits, and promotional/marketing products.

### ***Capability to Fund***

The underlying motivation for this effort to establish a State Heritage Areas Program has been the potential benefits to the many communities and unique areas of varying size that are located throughout Tennessee.

For that reason, a key element of the initial funding strategy for a Heritage Area is to provide a baseline of four years minimum of support for these communities/organizations and their associated municipal governments. These funding requests will be proportional to the need, size of the proposed Heritage Area and will be subject to annual renewal. Each Heritage Area will submit an annual report detailing accomplishments, spending, and identifying specific goals for the upcoming year. Thus, there will be a strong element of accountability and a requirement that these local dollars are achieving goals that benefit the local communities.

Grants will also comprise a key element of the funding for the TSHAP. It is anticipated that at minimum \$2.25 – \$2.5 million annually will be needed through the Tennessee State Legislature to appropriately finance this much needed and anticipated program. During current tight budgetary times, the Task Force is researching a variety of additional and/or potential funding sources. One potential solution is to attach this funding to the recently created Tennessee Heritage Trust Fund Act of 2005. An analysis and research paper is to be developed in the fall of 2008 to specifically point out potential funding sources.

On the local side, there are many opportunities for grants from federal and state sources as well as from private foundations. Because the proposed one-to-one matching fund requirements for an established Area must come from non-federal sources, priority will be given to seeking nonfederal grants where that is appropriate. It is anticipated that Heritage Areas could raise funds through memberships that will be a minor, but a very important source of income for the Heritage Area. A business membership could be developed for enterprises that conduct heritage or nature based activities within the boundaries of the Area. These could be bed-and-breakfast operations that feature historic buildings or other historic themes, or they could be farms that offer opportunities for tourists to participate in farm life (agri-tourism). The CSHA would actively promote such enterprises through a website and heritage tourism literature, and such businesses could pay a higher level membership fee to the CSHA. The second form of membership would focus on interested supporters, from businesses to families to individuals. They could invest in a reasonable annual fee and receive a regular newsletter and other nominal benefits. Low levels of earned income are anticipated in the second phase of developments, after additional staff members have been hired. This is expected to be in the form of sales of heritage or nature related books or calendars that would also serve to expand awareness of the rich resources of the Area. There is potential for significant expansion of earned income in subsequent phases of heritage area development. Those opportunities will be addressed in the management plan and will be essential to achieving long term sustainability for the State Heritage Area. Private and corporate donations will be an additional source of support, however, it is expected that these will require time to develop. The CSHA will need to establish its tax exempt status and to develop a track record.

The potential to bring state funding to assist in the process of promoting heritage and nature tourism and to provide the opportunity to create a grant program to benefit specific projects within a State Heritage Area is a very important element of this program. It is the intention of the proposed TSHAP to create a competitive program through which local



communities, projects, nonprofits, and other qualified organizations can access the match funding that will eventually be appropriated to the State Heritage Area. Designated Heritage Areas will be guided by its approved partnership plan with regularly updated 5-year strategies developed with input from public meetings and the partnerships. The TSHAP will set criteria for eligibility, funding amounts, types of projects to be funded, monitoring and evaluation processes. If appropriated by the Tennessee Legislature in the summer of 2009, the grants program is anticipated to begin in fiscal year 2009-2010. This will help to provide immediate benefits for roughly three or four projects that can meet eligibility and matching fund Requirements for a feasibility study in Phase 1. (Please see Compacted Funding Plan in Appendix D).

### **The Partnership Process in the Heritage Areas**

The Task Force believes heavily in the development and use of multiple partners in creation of a State Heritage Area. Actually, the more partners there are the stronger and more successful the Heritage Area will be. Emphasis is placed on how the local partners, NGO's, governments, staff, and citizens work together to achieve Heritage Area goals, and examining the impact of this collaboration on the various organizations and individuals; and the economic rewards.

### ***Summary***

Based on public input and responses, programmatic data from other states with similar programs, the Heritage Areas Task Force recommends:

1. That the State of Tennessee implements the Tennessee State Heritage Areas Program beginning in July 2009.
2. That this report be submitted to those Departmental Commissioners and Agency Directors who have direct insight into this program. The Task Force respectfully requests that each Commissioner/Director write a letter of recommendation in support of the TSHAP to be applied to potential legislation.
3. Task Force members, primarily the NGO's pass resolutions/offer letters of support to be attached to this report and future legislation.
4. That appropriate legislative bill sponsors be secured through the respective NGO's.
5. Seek and research potential funding sources, including the potential to tie State Heritage Areas legislation to the existing Tennessee Heritage Trust Fund Act of 2005.

## Appendices

- A- Task Force Representation
- B- Public Input Meeting Brochure
- C- Public Comments Overview
- D- Compacted Funding Plan
- E- Flow Chart
- F- Alliance for the Cumberlands Letter

# APPENDIX A

## Task Force Representation

Bonnie Gamble – TN Dept of Environment & Conservation / Recreation Educational Services

Dave Walters – TN Department of Agriculture

Dr. Van West – Middle Tennessee State University

Greer Broemel – Greater Nashville Regional Council

Katherine Medlock – Alliance for theCumberlands/The Nature Conservancy

Lee Curtis – TN Department of Tourist Development

Linda Caldwell – Tennessee Overhill Association

Mark Tummons – TN Dept of Environment & Conservation / Recreation Educational Services

Dr. Michael Birdwell –Tennessee Technological University

Pam Monjar – TN Department of Transportation

Patrick McIntyre – TN Dept of Environment & Conservation / Historical Commission

Ramay Winchester – TN Dept of Economic and Community Development

Randy Williams – Upper Cumberland Development District

Rick Meredith – TN Dept of Economic and Community Development

Shawn Bible – TN Department of Transportation

# APPENDIX B





# State Heritage Areas Program Meetings

State of Tennessee—Dept of Environment & Conservation

Public meetings  
for partnership  
and information  
sharing and  
gathering for the  
State Heritage  
Areas Program.

Date: July 7, 2008

Place: Career Center, 119 Nashville Hwy  
Columbia, TN 11:00 a.m.

Oaks Building, 1001 Kermit Drive  
(1st fl) Nashville 4:00 p.m.

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Date: July 8, 2008

Place: First Presbyterian Church downtown  
Cookeville 11:00 a.m.

Blue Room of McMinn Co Courthouse  
Athens 6:00 p.m.

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Date: July 9, 2008

Place: Kingsport 11:00 a.m.

City Hall Council Chambers  
Farragut 6:00 p.m.

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Date: July 11, 2008

Place: Civic Center, Paris 11:00 a.m.

Env. Field Off., Jackson 6:00 p.m.

## State of Tennessee

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# APPENDIX C

**State Heritage Areas Program Meeting**  
**July 8, 2008 - 11:00 a.m.**  
**First Presbyterian Church Downtown - Cookeville, TN**

- Education – share the story and recognize the value.
- Plateau efforts – feasibility study
  - Identified challenges and opportunities as well as potential benefits
  - Provides inventory
- Areas are growing and changing want to grow/development, BUT protect and preserve
- Would mechanism be similar to statewide natural areas?
- Goal to pull themed areas or regions from grassroots up.
- Gateway (Smokies) communities or scenic byways getting involved?
- Heritage areas want to award success – TN has many designated areas that have already formed these partnerships that can be easily identified.
- What about regions that cross state lines – how large or how small should they be?
- There are efforts to “link up” to other states (example: KY) to existing Heritage areas.
- Heritage areas easier access to resources.
- Look at Natchez Trace multi-state partnership.
- State Heritage areas will help to facilitate with other group and projects.
- Project ideas – Fentress County the Mill – Jamestown
- See some aspect of physical improvement on site, infrastructure.
- Mechanism for funding on public properties
- Want to have more than “a play” or inventory
- Need statewide support for museums, historic sites – unless state owned
- Effort used to help broader effort to understand with public for support and preservation to keep these sites open to the public
- Form an actual goal to education elected officials critical need competitive grant program – statewide
- Key is to help elected officials see you have a plan – not bombard them with start-up ideas – HAVE CREDIBILITY!!!!
- This program has solid potential for deliverables and being more successful than other programs.
- Will need legislative support.
- There is some existing legislation for possible start up – Heritage Trust Fund Conservation currently (land acquisition)
- Coalition of groups formed locally for Heritage Areas.
- What is structure? We are reviewing ideas but should be driven/run locally. Locally entity should provide staffing but state would provide guidance.
- Federal level – safety Lu money – There are some barriers on spending with TDOT.
- Existing grants in State Agencies – Heritage areas give extra points for grants.
- Check Maryland’s state Heritage area web site – Educate ourselves more on subject.
- First we need to better education public/locals on what is in your area, what is their heritage? Most locals are not aware of attractions in the community
- Could leverage more federal money.

**Public Comments**

- Good session – very open and honest dialog between all participants.
- What are the deliverables for the task force ad for the group at these meetings?
- Company H “Atch” Sam Watkins

**State Heritage Areas Program Meeting**  
**July 9, 2008 - 6:00 p.m.**  
**City Hall Council Chambers - Farragut, TN**

**Public Comments**

- The Cumberland plateau area is rich with many unspoiled cultural and natural areas. Have not suffered the impact of major development and influx of outsiders (from other states and national industries). The Cumberland natives need to be educated and made aware of their resources and heritage, before it becomes erased by outsiders bringing in their changes. The grass roots local population needs to be given guidance to stand up and be seen to save their heritage

**State Heritage Areas Program Meeting**  
**July 11, 2008 - 6:00 p.m.**  
**Environmental Field Office - Jackson, TN**

- Hard sell to Chester County.
  - Civil War history for Chester County historical sites being torn down heritage being lost.
- Tour develop meeting some needs for Wayne County
  - River resort act.
- 4 county Partnership
  - Heritage trail other than Civil War
- How do we start?
  - Areas that will be defined
- Stuff from local level
  - River towns
  - Mississippi River
  - Hatchie River
  - Obion River
  - Forked Deere
  - Tn River trail
- Music, ethnic groups, religions, agriculture base, food, drink, hurst nation

**State Heritage Areas Program Meeting**  
**July 11, 2008 - 11:00 a.m.**  
**Krider Performing Arts Center - Paris, TN**

- People who come to state parks want to know what around is going on and what is around the park.
- Enhance other state and federal designations
- TN River Trail state and federal working together, for designation for this.
- TN River Musseling crop international product.
- Promote area Heritage
- Budgeting for this? Where is it?

## **State Heritage Areas Program Meeting**

**July 9, 2008 - 11:00 a.m.**

**Civic Auditorium - Kingsport, TN**

- This is the first step
  - Getting feedback on concept
  - Legislation
  - Formulate the program after receiving comments
- Talking about other areas in the state. Potential Corridors exist now – All three grand divisions – TN Overhill SE, Corington area
- Can be small areas or larger multi-county.
- Who decides? – Where do they go to get started?
  - The people with in those areas need to mobilize.
  - Will have a process to go through after it's approved on a State level (legis. statute & funding).
  - Legis. step – set up the overall program (use National program as a guide).
- How do you see the communication channels working, so counties take the lead?
  - State has to assist and provide some admin. Structure – guidelines, etc.
- Concern
  - Idea is great; but the concept hasn't caught on in other parts of state. Cumberland region seems to be the hot spot where this is a focus.
  - State staff would have to market the idea in getting program launches
- I-65 corridor (NE Tri Cities) will need special attention.
  - How do we promote it?
  - Gov. Conf. On Tourism – fold this into conf. Session.
- 3 Potential projects
  - Pilots to kick off the program quickly rather than later.
  - Cumberland Plato, West TN, Overhill
  - But, must be tied to a framework now – criteria, etc.
  - With 1 year funding under Bredesen admin.
- \$ needs – (guestimate) see funding
  - \$100,000 for each project
  - \$202,000 National Civil War Heritage Area
  - \$2 m to start the program, bus plan, fund a staff person, plus 3 pilot projects (& possible others)

## **State Heritage Areas Program Meeting**

**July 8, 2008 - 6:00 p.m.**

**McMinn County Courthouse - Athens, TN**

- Sandhill Crane Viewing area
- Crosses county lines
- Development District involvement
- Hiawassee River Corridor
- Charleston in Bradley County is especially ready for this kind of designation
- Connection for researchers
- Money for research – This is hard to find elsewhere
- Archeology!!!



- Will help tell stories that may have not been told before
- War of 1812 – Volunteers from TN – 200 year anniversary is coming up
- 75<sup>th</sup> Anniversary of CCC
- State Heritage Areas can help interpret these things and increase awareness
- State Heritage should fill gaps/holes
- Generalize support
- Heritage museum funding
- Restoration funding
- Big structures in rural areas are in jeopardy – concerns about long term maintenance.
- Could States Heritage areas help with long term maintenance of preserved structures?
- State Heritage areas could be a “broker” between experts/consultants and small communities.
- Funds used for website development.
- Areas need leadership and networking hub.

**State Heritage Areas Program Meeting**  
**July 7, 2008 - 11:00 a.m.**  
**Shelbyville Parks and Recreation Center - Shelbyville, TN**

- Greater exposure with sha
- Be able to apply for grants
- Better visibility
- Tie into Civil War Trail Program
- Connectivity is key
- Marketing
- Website/technology can help
- Plant/company tours – how things are made. Ties into education curriculum
- Incorporated with ECD to sell companies on the area.
- Build Community Pride – overcome disconnectedness.
- Branding – land credibility to small area.
- How to tie feds into this devinage the (ex) stone river battlefield to market
- What’s the next generation want to do with tourism? Battlefields – WWII sites
- Grant writing is tough for small communities area/non-profit.
- Matching fund – can get results thorough community driven – 100% for start-up then sustainable would be matching % for newer orgs, then reduce as they become more established.
- Beware stakeholders with a share of the \$.

## **State Heritage Areas Program Meeting**

**July 7, 2008 - 4:00 p.m.**

**Oaks Building - Nashville, TN**

- Discussion about Iron Trail
- Removal of old structures such as log cabins and tobacco farms. Need inventory of remaining structure
- Resident from Bells Bend- spoke regarding preserving area from development. Wants to retain rural character. Residents have written book that shows what residents want to preserve in the area. Using book to raise money for economic development impact study to determine cost of leaving area rural.
- Bells Bend led to discussion regarding conservation easements and the work of Land Trust Tennessee. Discussion of extended tax benefits that Congress voted in law
- Greer mentioned work with the Tennessee River Trails. Quarter management plan study underway. Trying to get scenic byway designation in SWTN area. Example Pearl area and button manufacturing
- Discussion regarding what should be the criteria for getting funding.
- ??? What is being done to promote the existing heritage areas? Seems to be unclear about what makes something an official heritage area. Entire state is a heritage area. "Regional Heritage areas" exist, but they are not recognized as official areas. What can be done to recognize existing regional areas?
- Discussion about the elements of a feasibility study that is needed to identify areas that can serve as heritage area. Inventory of heritage resources, management plan, business plan
- Struggle with the program is the lack of systematic standards in TN and lack of funding for history and art in TN.
- Lack of statewide organization that handle history funding. Discussion suggests federal funding is being allocated to states for history funding, but need one agency that can lead the effort. Should grassroots leader suggest a funding agency to the State
- Discussion that funding has to be for all museums not just history museums
- Discussion regarding funding mechanisms
- Are Tennesseans reluctant for land being under public ownerships? Suggestion that public land ownership is better than timber companies owning it.
- Question about who manages land when State purchases it??
- Heritage is very political!! Warning that this process is creating a competitive process. Suggestion: look to other states for possible model program.
- Authenticity of programs is key! Once designation is made sites should prove continued authenticity.

### **NEXT STEPS:**

Complete rest of meetings  
Compile comments from meetings  
Report back to Commissioner  
Validation from policy makers to make legislation  
Implement legislation

# APPENDIX D

**State Heritage Areas Funding Plan –  
based on a Maximum of 12 Certified State Heritage Areas.  
(Compacted Plan)**

**Year 1**

3 apply for RSHA approval and apply for Feasibility Study (FS) = **\$150,000**

**Total Y1 = \$150,000**

**Year 2**

3 new apply for RSHA approval and apply for Feasibility Study (FS) = **\$150,000**

3 from Y1 receive CSHA approval and apply for MAG = **\$450,000 (1<sup>st</sup> year funding** - All are 2 year programs – guaranteed of \$450,000 the next year as well)

**Total Y2 = \$600,000**

**Year 3**

3 new apply for RSHA approval and apply for Feasibility Study (FS) = **\$150,000**

3 from Y1 receive MAG = **\$450,000 (2<sup>nd</sup> year of funding)**

3 from Y2 receive CSHA approval and apply for MAG = **\$450,000 (1<sup>st</sup> year of funding)**

3 from Y1 apply for MAP = **\$450,000**

**Total Y3 = \$1,500,000**

**Year 4**

3 new apply for RSHA approval and apply for Feasibility Study (FS) = **\$150,000 (final of the 12)**

3 from Y1 apply and receive 2<sup>nd</sup> MAG = **\$450,000 (3rd year of funding)**

3 from Y2 receive MAG = **\$450,000 (2<sup>nd</sup> year of funding)**

3 from Y3 receive CSHA approval and apply for MAG = **\$450,000 (1<sup>st</sup> year of funding)**

3 from Y2 apply and receive MAP = **\$450,000**

2 from Y1 apply and receive SPS = **\$300,000**

1 from Y1 applies and receives IP = **\$500,000**

**Total = \$2,750,000**

**Year 5**

3 from Y1 receive 2<sup>nd</sup> MAG = **\$450,000 (4th year of funding – last year)**

3 from Y2 apply and receive 2<sup>nd</sup> MAG = **\$450,000 (3rd year of funding)**

3 from Y3 receive MAG = **\$450,000 (2nd year of funding)**

3 from Y4 receive CSHA approval and apply for MAG = **\$450,000 (1<sup>st</sup> year of funding)**

3 from Y3 apply and receive MAP = **\$450,000**  
4 from Y1 & Y2 apply and receive SPS = **\$600,000**  
2 from Y1 & Y2 apply and receives IP = **\$1,000,000**

**Total = \$3,850,000**

**Year 6**

3 from Y1 receive no additional MAG = **\$0**  
3 from Y2 receive MAG = **\$450,000 (4th year of funding)**  
3 from Y3 apply and receive 2<sup>nd</sup> MAG = **\$450,000 (3rd year of funding)**  
3 from Y4 receive MAG = **\$450,000 (2nd year of funding)**  
3 from Y4 apply and receive MAP = **\$450,000**  
6 from Y1, Y2 & Y3 apply and receive SPS = **\$900,000**  
2 from Y1, Y2 & Y3 apply and receives IP = **\$1,000,000**

**Total = \$3,700,000**

**Year 7**

3 from Y1 receive no additional MAG = **\$0**  
3 from Y2 receive no additional MAG = **\$0**  
3 from Y3 receive 2<sup>nd</sup> MAG = **\$450,000 (4<sup>th</sup> year of funding)**  
3 from Y4 apply and receive 2<sup>nd</sup> MAG = **\$450,000 (3<sup>rd</sup> year of funding)**  
All MAP's have been completed = **\$0**  
8 from Y1, Y2, Y3 & Y4 apply and receive SPS = **\$1,200,000**  
2 from Y1, Y2, Y3 & Y4 apply and receive IP = **\$1,000,000**

**Total = \$3,100,000**

**Year 8**

3 from Y1 receive no additional MAG = **\$0**  
3 from Y2 receive no additional MAG = **\$0**  
3 from Y3 receive no additional MAG = **\$0**  
3 from Y4 receive 2<sup>nd</sup> MAG = **\$450,000 (4<sup>th</sup> year of funding)**  
3 from Y1 can reapply for second five year MAP = **\$450,000**  
10 from Y1, Y2, Y3 & Y4 apply and receive SPS = **\$1,500,000**  
2 from Y1, Y2, Y3 & Y4 apply and receive IP = **\$1,000,000**

**Total = \$3,400,000**

**Year 9**

3 from Y1 receive no additional MAG = **\$0**  
3 from Y2 receive no additional MAG = **\$0**  
3 from Y3 receive no additional MAG = **\$0**



3 from Y4 receive no additional MAG = \$0  
3 from Y2 can reapply for second five year MAP = \$450,000  
10 from Y1, Y2, Y3 & Y4 apply and receive SPS = \$1,500,000  
2 from Y1, Y2, Y3 & Y4 apply and receive IP = \$1,000,000

**Total + \$ 2,950,000**

#### **Year 10**

3 from Y1 receive no additional MAG = \$0  
3 from Y2 receive no additional MAG = \$0  
3 from Y3 receive no additional MAG = \$0  
3 from Y4 receive no additional MAG = \$0  
3 from Y3 can reapply for second five year MAP = \$450,000  
10 from Y1, Y2, Y3 & Y4 apply and receive SPS = \$1,500,000  
2 from Y1, Y2, Y3 & Y4 apply and receive IP = \$1,000,000

**Total = \$2,950,000**

#### **Year 11**

3 from Y1 receive no additional MAG = \$0  
3 from Y2 receive no additional MAG = \$0  
3 from Y3 receive no additional MAG = \$0  
3 from Y4 receive no additional MAG = \$0  
3 from Y4 can reapply for second five year MAP = \$450,000  
10 from Y1, Y2, Y3 & Y4 apply and receive SPS = \$1,500,000  
2 from Y1, Y2, Y3 & Y4 apply and receive IP = \$1,000,000

**Total = \$2,950,000**

#### **Year 12**

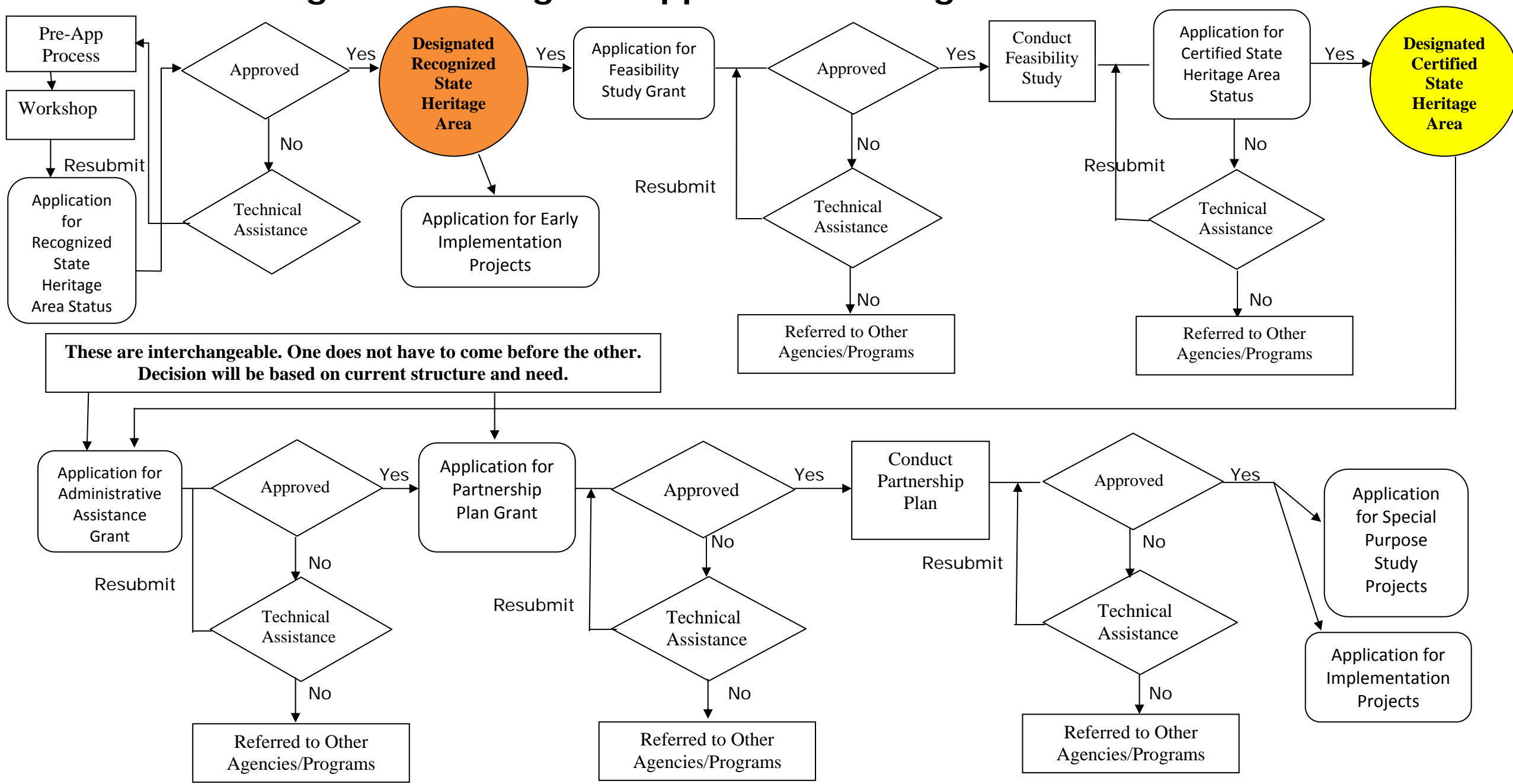
3 from Y1 receive no additional MAG = \$0  
3 from Y2 receive no additional MAG = \$0  
3 from Y3 receive no additional MAG = \$0  
3 from Y4 receive no additional MAG = \$0  
All 2<sup>nd</sup> Five year MAP's completed= \$0  
10 from Y1, Y2, Y3 & Y4 apply and receive SPS = \$1,500,000  
2 from Y1, Y2, Y3 & Y4 apply and receive IP = \$1,000,000

**Total = 2,500,000**

**Total for 12 years:27,745,000**

# APPENDIX E

# TN State Heritage Areas Program Application/Designation/Grant Process



# APPENDIX F

## Alliance for the Cumberlands

August 26, 2008

Commissioner Jim Fyke  
Tennessee Department of Environment and Conservation  
L&C Annex, 1<sup>st</sup> Floor  
401 Church Street  
Nashville, TN 37243

Dear Commissioner Fyke:

The Alliance for the Cumberlands is a coalition of member organizations unified in their commitment to protect the Cumberland Mountains and Plateau region of Tennessee and Kentucky. The Alliance represents a diverse membership of over 55 organizations and we are dedicated to building consensus and finding common ground. On October 19<sup>th</sup>, 2006 the membership of the Alliance for the Cumberlands unanimously endorsed a proposal to establish a Tennessee State Heritage Areas program. Since then, we have worked individually and as a coalition to encourage the establishment of the program.

Establishing a State Heritage Areas program in Tennessee will help the rural areas of the State to harness their natural, cultural, and historic resources for economic development. The Alliance for the Cumberlands believes that this would be especially beneficial in the Cumberland region of the State. Some of the potential benefits to the Cumberland region are:

- Increased pride and regional identity
- Greater local involvement in the future of the region
- Strengthened local commitments to conservation and historic preservation
- Opportunities for interpretation and education available to visitors and residents
- Increases in visitor volume (200,000 per year) with a total annual economic impact of \$19 million.
- Economic incentives to protect natural, historic and cultural resources

We commend the staff of the Department of Environment and Conservation, and the other agency staff for their leadership and work within the Task Force designated to study this concept. It gives me great pleasure to write to you and express the unanimous support of our member organizations for the establishment of this program in the State of Tennessee.

Sincerely,

Katherine G. Medlock  
Executive Director  
Alliance for the Cumberlands

**RECEIVED**

AUG 28 2008

ENVIRONMENT AND CONSERVATION  
COMMISSIONER'S OFFICE

401 Henley St. 2<sup>nd</sup> Floor, Suite 2, Knoxville, TN 37902  
Phone: 865-546-5998 ∪ Fax: 865-546-5007 ∪ Email: [kmedlock@tnc.org](mailto:kmedlock@tnc.org)